



Legislation Text

File #: 22-278, Version: 1

Consideration of a Zoning Map Amendment, Planned Development, Site Plan Review, and Tentative Map at 2824 Halcyon Drive to demolish existing structures, rezone site from Industrial Park (IP) and Residential Single-Family (RS) to Residential Single-Family with a Planned Development Overlay (RS(PD)) zoning district, subdivide the single parcel into 18 lots and three parcels, and construct 18-single family residences with associated circulation and landscape installations on a 2.4-acre site (PLN21-0005); APN 77C-1240-5; Chris Zaballos, D.R. Horton (applicant), Douglas Storm, Douglas Storm Trust UDT (Property Owner).

SUMMARY AND RECOMMENDATION

The applicant proposes to develop 18 single-family residences on a 2.4-acre site at 2824 Halcyon Drive with associated circulation and landscaping improvements. Each two-story residence has front, side, and rear yards, an attached two-car garage and two-car driveway. The development will include 10 on-street parking spaces and a 4,877 square foot privately-owned and maintained open space area. Three out of the 18 homes will be affordable housing units per the Inclusionary Housing Requirements of Zoning Code Chapter 6.04. The proposed residential development provides needed new housing supply to help the City meet its Regional Housing Needs Allocation (RHNA) goals. Staff recommends that the City Council approve the proposed project by making the following actions:

1. Adopt an Ordinance of the City of San Leandro City Council to Adopt a Zoning Map Amendment to rezone the project from a split zoning of IP/RS Industrial Park and Residential Single-Family to RS(PD) Residential Single-Family with a Planned Development Overlay District located at 2824 Halcyon Drive.
2. Adopt a Resolution of the City of San Leandro City Council to Approve a Planned Development and Site Plan Review located at 2824 Halcyon Drive.
3. Adopt a Resolution of the City of San Leandro City Council to Approve a Vesting Tentative Tract Map No. 8592 to subdivide one 2.4-acre parcel into 18 single-family lots and three parcels located at 2824 Halcyon Drive.

BACKGROUND

APPLICANT'S SUPPORTING STATEMENT

See attached Applicant Statement.

RELATIONSHIP TO SURROUNDING AREA

The subject property is a remnant parcel located on the north side of Halcyon Drive in the Washington Square neighborhood, situated between two established neighborhoods. The property

has a split zoning where the western portion of the site is zoned Industrial Park (IP) and the eastern portion is zoned Residential Single-Family (RS). The 2.4-acre property is currently developed with two existing single-family residential buildings and two associated accessory structures, a private road that provides access to the buildings onsite, and six-foot pre-cast walls around portions of the site's perimeter. The site is generally flat, with existing trees and ruderal grassland vegetation throughout the site.

The project site is located in the middle of the block and is adjoined by existing single-family residences to the east and west. To the north is a portion of the San Leandro Business Park. The southern boundary of the project site borders Halcyon Drive, a major arterial thoroughfare, and additional single-family residences beyond. The subject property was previously under different ownership and unavailable at the time the adjacent residential subdivisions were developed. The adjacent connecting residential streets were previously designed and constructed to access and accommodate the future development of this property.

DETAILS OF THE PROPOSAL

The Planned Development project involves a Zoning Map Amendment, Site Plan Review, and Tentative Map to subdivide one parcel into 18 lots and three parcels for two private courts and one privately owned open space accessible to the public. The proposed zoning map amendment would rezone the parcel from a split zoning of IP Industrial Park/ RS Residential Single-Family to RS(PD) Residential Single-Family with a Planned Development Overlay District, bringing it into conformance with the current underlying Low-Medium Density Residential General Plan land use designation.

The project involves the demolition of two existing residential dwellings and two accessory structures to enable the construction of 18 single-family residences with associated infrastructure, circulation and landscaping improvements. The project will create a new public street with an S-shaped layout that connects the existing Muscari Street to the northwest of the project and Elderberry Way to the southeast of the project. The project will also create two private courts that vehicles would drive into to access five single-family residences. The courts are located at the southwest and northeast of the project site. On the southeast corner of the project site would be a 4,877 square foot privately-owned and public accessible landscaped open space parcel.

The lots range in size from approximately 3,028 to 4,799 square feet and the homes range in size from approximately 1,678 to 2,065 square feet. The lot coverages range from 29% to 39% and the floor area ratios from 0.31 to 0.43. The density proposed is at 7.5 units per acre. All of the proposed residential homes are two stories and have a height ranging from 24'-6" to 28'-8", consistent with the surrounding neighborhood.

Building Design / Architecture

The development proposes a contemporary architectural style with varying wall plane, roof lines, multiple colors, materials, and finishes. The building elevations propose different arrangements of similar and complementary colors and materials, including concrete slate tile roofing, concrete shake tile roofing, corner and gable board and battens, stucco, and stone.

The proposed residential structures follow two architectural styles, Farmhouse and Craftsman, with a variety of articulation, colors, materials, and design features that create visual interest. There are four

color scheme packages proposed. The Farmhouse design includes a Shasta Blend roof, Low Gloss White gutters and downspouts, Accessible Beige stucco and garage door, Roman Column trims and Peppercorn front door. The alternative Farmhouse design includes a Manteca Blend roof, Low Gloss White gutters and downspouts, Dover White stucco and garage door, Felted Wood trims, and Forestwood front door. The first Craftsman design includes a Pewter Bronze Blend roof, bronze gutters and downspouts, Monticello Old Country Ledge stone finish, Caramel mortar stone, Artisan Tan stucco and garage door, Status Bronze trims, Portobello gable boards and battens, and garage door trim, and Shade-Gown front door. The second Craftsman design includes a Flintridge Gray roof, Royal Brown gutters and downspouts, Monarch Old Country Ledge manufactured stone, Khaki mortar stone, Stone Lion stucco and garage door, French Roast trims, Tree Branch gable boards and battens, and garage door trim, and Van Dyke Brown front door.

The residential development has a wall and fence plan which include a variety of fence designs and colors that include wood fence, wood fence with lattice and wood gate with lattice. The proposed fence heights comply with the zoning code. The fence height and design combined with the residential building setbacks and landscaping encourage pedestrian use of the sidewalk and design compatibility with the surrounding neighborhood. Portions of the existing precast wall that currently separate the project from the San Leandro Business Park, Halcyon Drive, and adjacent residential homes would remain.

Floor Plan

The residential structures would follow three main floor plans (Plans 1, 2, and 3). Each of the plans include a different variation. Plan 1 is 1,678 square feet and consists of 4 bedrooms, 2.5 bathrooms, a 2-car garage. Other features provided are a porch, foyer, great room, kitchen with dining area and pantry, and a half bathroom on the 641 square-foot first floor and bedrooms, full bathrooms, and laundry room on the 1,037 square-foot second floor. Plan 2 is 2,065 square feet and consists of 4 bedrooms, 3 bathrooms, and a 2-car garage. Other features provided are a covered entry, great room, kitchen with dining area, full bathroom, and bedroom on the 942 square-foot first floor and bedrooms, full bathrooms, laundry room, and loft on the 1,123 square-foot second floor. Plan 3 is 2,318 square feet and consists of 4 bedrooms, 3 bathrooms, and a 2-car garage. Other features provided are a porch, den, great room, kitchen with dining area and pantry and full bathroom on the 999 square-foot first floor and bedrooms, full bathrooms, and laundry room on the 1,319 square-foot second floor.

Each of the residential structures would have its own driveway connected directly to a new public street that connects Elderberry Way to Muscari Street or to the new southwestern court or new northeastern court that both connect to the public street connecting Elderberry Way to Muscari Street. Waste, recycling, and compost bins will be stored and screened behind the fence gate at the side yard of each residence.

Parking and Circulation

Vehicular access to the site would be provided via a connection to the two adjacent existing public streets, Muscari Street to the northwest and Elderberry Way to the southeast of the site. Connecting the two existing streets will eliminate the dead-ends at Muscari Street and Elderberry Way, necessary for code-compliant fire access per the Alameda County Fire Department (letter attached). Two courts, one located at the southwestern corner and the other located at the northeastern corner of the project

site, would feed into the new public street connecting it to Muscari Street and Elderberry Way. The project would include a total of 82 parking spaces on site. Of the 82 spaces on site, there would be 36 garage spaces, 36 driveway spaces, and 10 public on-street parking spaces. Pedestrian access would be available via sidewalks that would be constructed along both sides of the one new public street connecting Muscari Street and Elderberry Way.

Landscaping

The project would include a total landscaped area of 19,600 square feet, or approximately 19 percent of the site. Landscaping would include front yards, planter strips, and the shared passive use open space area located at the southeastern corner of the project site. This shared open space area would also act as a drainage management area and contain underground storage boxes which would be part of the larger drainage management and bioretention system occurring on the project site. The landscaped and bioretention areas located throughout the project site. Approximately 0.78 acre of the site is comprised of mixed ornamental woodland trees that would be removed as part of the project (figus, redwood, Mexican fan palm, Himalayan cedar, acacia, lemon, southern magnolia, pine, tree of heaven, loquat, and willow). There are 18 new street trees (London plane trees) proposed along the new public street as well as a variety of accent trees along the perimeters of the southwestern and northeastern courts connecting to the new public street that would connect Muscari Street and Elderberry Way, and in the front yards of proposed residences.

On-Site Amenities

On the southeast corner of the project site would be a 4,877 square foot private landscaped open space area for residents' use. On the northern end of this open space area would be a communal mailbox station for the project's occupants. The public street connecting Muscari Street and Elderberry Way provides 10 on-street parking spaces.

ANALYSIS

Zoning Map Amendment/Planned Development

Planned Developments are a discretionary review process used to consider new development projects that do not meet all zoning standards but are otherwise compatible with the General Plan and existing neighborhoods. Planned Developments offer developers greater flexibility than otherwise allowed under the Zoning Code in return for a coordinated development that, as noted in Zoning Code Chapter 3.04, "provides superior urban design in comparison with the development under the base district zoning regulations." The purpose of a Planned Development is to allow "a mechanism for considering development that can be made compatible by application of careful and imaginative treatment of interrelationships of activity."

The project proposes to rezone the subject property from a split zoning of IP Industrial Park/ RS Residential Single-Family to RS(PD) Residential Single-Family with a Planned Development zoning overlay. Rezoning the property from IP Industrial Park will bring the property into conformance with the General Plan designation of Low-Medium Density Residential. The portion of the site with the base RS Residential Single-Family zoning district will otherwise remain and a Planned Development zoning overlay designation would be added to the entire property.

The proposed Planned Development would accommodate an exception to the minimum lot area, minimum lot width, and minimum front yard requirements of the RS Residential Single-Family zoning district. The RS zoning district requires a minimum lot area of 5,000 square feet and 6,000 square feet for corner lots, a minimum lot width of 50 feet and 60 feet for corner lots, and a minimum front yard setback of 20 feet. The proposed Planned Development would accommodate a reduced lot size as low as 3,028 square feet for an interior lot and a corner lot of 4,038 square feet. The Planned Development would also feature a reduced lot width of 40 feet for interior lots and 50 feet for corner lots, and a minimum front yard setback of 18 feet. Aside from these three reductions, the project otherwise meets all other RS Residential Single-Family zoning district development regulations.

Staff and the Planning Commission found the application of the proposed Planned Development Overlay District zoning to be appropriate, consistent and in accord with the General Plan because the General Plan designation is RLM Low-Medium Density Residential, which permits attached and detached single family houses on small lots. Lots smaller than 5,000 square feet are permitted. Gross densities generally range from 7 to 11 units per acre, including streets and easements. Maximum allowable net density in this category is 12.4 units per net acre. Although more dense than the “Low Density Residential” category, these areas should retain the basic amenities and qualities of a single family neighborhood, including front and rear yards, driveways, and garages.

The proposed project is consistent with the General Plan designation and description because the density is 7.4 units per acre, which is between 7 and 11 units per acre and is lower than the maximum 12.4 units per acre. Additionally, the proposed project consists of smaller lots that retain the basic amenities and qualities of a single-family neighborhood because the project provides front and rear yards, driveways, and garages. The project is compatible with surrounding developments because there are single-family homes to the south, east, and west of the subject property. The City Council may approve a rezoning for a Planned Development when it is consistent with the adopted Land Use Element of the General Plan and compatible with surrounding development, as per Zoning Code Section 3.04.112.

Vesting Tentative Map

The applicant has proposed Vesting Tentative Tract Map 8592 for subdividing the property into 18 single-family residential lots and three parcels for the open space area and two courts. Land division into five or more lots requires a Tentative Map (Community Development Department) and a Final Map (Engineering Department). The purpose of a tentative map is to show what currently exists and what is proposed on and adjacent to the property to be subdivided. A vesting tentative tract map designation confers the applicant with the right to proceed with the development in substantial compliance with the development standards in effect at the time of approval.

Site Plan Review

Per Zoning Code Section 5.12.104.A, Site Plan Approval is required for any residential development that requires a Planned Development approval to ensure the proposal’s comprehensiveness in providing amenities and design that enhances the quality of residents’ living and the appearance of the project. The project meets most of the underlying development regulations per Zoning Code Section 2.04.300. With the exceptions needed for minimum lot area, minimum lot width, and minimum front yard, the base zoning district of RS Single-Family would remain in place with a Planned Development (PD) Overlay District designation. The Planning Commission found the

residences to have adequate articulation and variation in the use of materials and colors, as well as window placement and changes in façade plane, and that all elevations provided visual interest. The Planning Commission also found the proposed landscaping complements the architectural design and provides an appropriate balance of trees, shrubs, landscaping strips and ground cover.

Traffic

Per the Infill Checklist, the estimated increased vehicle miles traveled and trip generation rates for the project are well below the threshold of significance. Project-specific impacts relative to traffic hazards, emergency access, pedestrian and bicycle circulation, and transit capacity would not exceed or differ from those previously identified in the General Plan EIR. Single family homes generate about eight to ten vehicle trips per day. The overall traffic increase from the project would be negligible.

A number of different factors required the project to have an internal street connection to Muscari Street and Elderberry Way, rather than direct access to Halcyon Drive. Direct vehicular access to Halcyon Drive would create a new conflict point and would not provide adequate spacing from the nearest adjacent intersection. The Fire Department further requires the project to connect to the existing neighborhood roadway network because the existing dead end stub streets on Muscari Street and Elderberry Way do not meet the current roadway design standards or provide an adequate turnaround for emergency vehicles in their current condition.

Inclusionary Housing

The proposed project meets the San Leandro Zoning Code requirement for Inclusionary Housing by designating three houses as affordable for low and moderate-income households. Per the Inclusionary Housing Plan, attached to the Staff Report, the applicant proposes the three units (two for moderate income households and one for a low income household) to be dispersed throughout the project site. The income-restricted houses will be located at the north, center, and south of the project site, thus they are not clustered together in a single area. San Leandro residents, City or school district employees, and persons employed in San Leandro will be given preference in the selection process per the Inclusionary Housing requirements. The developer is conditioned to execute an instrument or agreement restricting the sale of the owner-occupied inclusionary units in accordance with Zoning Code Section 6.04.144 Owner-Occupied Units.

GENERAL PLAN CONFORMANCE

The General Plan designation for the location of the single-family residential Planned Development is Low-Medium Density Residential. This land use designation permits attached and detached single family houses on small lots. Lots smaller than 5,000 square feet are permitted. Gross densities generally range from 7 to 11 units per acre, including streets and easements. Maximum allowable net density in this category is 12.4 units per net acre. Although more dense than the “Low Density Residential” category, these areas retain the basic amenities and qualities of a single family neighborhood, including front and rear yards, driveways, and garages. Most areas with this General Plan designation have been developed using Planned Development (PD) zoning, allowing flexible lot standards. The proposed project density of 7.4 units per acre is below the maximum density allowance of the Low-Medium Density Residential designation. The following General Plan action, goals, and policies are relevant to this residential project (note: LU-Land Use):

Policy LU-1.5 Front Yards. Encourage the attractive treatment of front yards and other areas in residential neighborhoods that are visible from the street. Landscaping of front yards should be consistent with the City's water conservation and Bay-friendly landscaping goals.

Policy LU-1.8 Fences. Require that any fencing in residential neighborhoods meets high aesthetic and safety standards. Residential fencing should not obstruct vehicle sight lines, be compatible with the architectural design of nearby structures and make a positive contribution to the character of the neighborhood.

Policy LU-2.1 Complete Neighborhoods. Strive for "complete neighborhoods" that provide an array of housing choices; easy access to retail stores, commercial services, and medical care; quality public schools; great parks and open spaces; affordable transportation options; and civic amenities.

Policy LU-2.6 Preservation of Low Density Character. Preserve the low-density character of San Leandro's predominantly single family neighborhoods.

Policy LU-2.8 Alterations, Additions, and Infill. Ensure that alterations, additions and infill development are compatible with existing homes and maintain aesthetically pleasing neighborhoods.

Policy LU-2.12 Off-Street Parking. Ensure that a sufficient number of off-street parking spaces are provided in new residential development to minimize parking "overflow" into neighborhoods. The visual prominence of parking should be minimized in new development areas.

Policy LU-2.13 Gated Communities. Unless overriding public safety considerations exist, discourage the development of "gated" communities or the gating of already developed neighborhoods or subdivisions

Policy LU-2.14 Emergency Access. Ensure that all new development is designed for adequate access by emergency vehicles.

Policy LU-2.15 Usable Open Space Provisions. Require useable open spaces for community use in large new residential developments. Wherever feasible, such spaces should contain play equipment, children's activity areas, and other amenities that draw people outdoors, create street life, and instill a sense of community. In higher density and mixed use areas, such spaces may provide for activities such as outdoor performances, farmers markets, outdoor dining, and community gatherings.

Policy LU-2.17 Constrained Sites. Focus new housing development on underutilized or infill sites on the city's flatter lands, rather than on previously undeveloped sites in the hills. Development on sites with significant geologic, hydrologic, or land stability constraints should be strongly discouraged.

Policy LU-3.1 Mix of Unit Types. Encourage a mix of residential development types in the city, including single family homes on a variety of lot sizes, as well as townhomes, row houses, live-work units, planned unit development, garden apartments, and medium to high density multi-

family housing.

Policy LU-3.2 Mix of Price Ranges. Encourage a mix of price ranges to provide housing choices for San Leandro residents of all incomes and ages. Opportunities to include affordable units and market rate units within the same development projects should be pursued.

Policy LU-3.3 Affordable Housing Design. Design new affordable housing to blend in with the existing fabric of the community. Affordable housing should be located in a variety of neighborhoods rather than concentrated in one particular part of the city.

Policy LU-3.4 Promotion of Infill. Encourage infill development on vacant or underused sites within residential and commercial areas.

Policy LU-3.10 Market-Rate Housing. Encourage the provision of a significant amount of market-rate ownership and rental housing as part of an effort to maintain and diversify the city's economic base.

ENVIRONMENTAL REVIEW

Pursuant to Section 15183 of the California Environmental Quality Act (CEQA) Guidelines, the City prepared an Infill Environmental Checklist and finds that the proposed project qualifies as an Infill Project that would result in new specific effects. However, these effects would be substantially mitigated under uniformly applicable development policies and thus, no further environmental review is required. The checklist document is available online and with the project application in the Planning Division.

PLANNING COMMISSION REVIEW AND ACTIONS

The Planning Commission considered the proposed project at a regular public hearing held on April 7, 2022. Staff and the applicant's development team presented and answered the Planning Commission's questions. A total of eight individuals spoke on the project and the most cited concern was traffic impacts. The applicant's traffic consultant addressed the issue, noting that trip generation, based on studies for similar land uses, would be a total of 170 trips per day consisting of 3 inbound and 10 outbound in the morning peak hour and 11 inbound and 7 outbound in the afternoon peak hour, which are considered low traffic volumes.

During deliberation, Commissioner Tejada mentioned concerns about construction impacts and suggested modifying the City's standard hours of construction. Following questions and deliberation, Commissioner Santos motioned to recommend City Council approval of the 2824 Halcyon Project, seconded by Commissioner Breslin. The Planning Commission voted 4-1-2 to recommend City Council approval of the project with Commissioner Tejada voting no and Commissioners Boldt and Solis absent.

PUBLIC OUTREACH

The applicant's public engagement involved sending letters to the surrounding neighbors with information on the proposed project in December of 2020 followed by two neighborhood meetings,

one via Zoom and one on-person on-site to discuss the project with the neighbors in January and February of 2021, respectively.

The City conducted standard public notification for the project prior to the May 2, 2022 City Council hearing and April 7, 2022 Planning Commission hearing, including a legal advertisement in the East Bay Times Daily Review newspaper, the posting of notices at City Hall and on the subject property, and mailing notification to property owners within 500 feet of the project site and the interest list. A copy of the CEQA infill checklist for the project was posted online for public review. No public comments were received in advance of the Planning Commission hearing and, aside from comments provided during the Planning Commission hearing, none were received at the time of the filing of this report.

RECOMMENDATION

Staff recommends that the City Council approve the proposed project by motioning to adopt the following:

1. Adopt an Ordinance of the City of San Leandro City Council to Adopt a Zoning Map Amendment to rezone the project from a split zoning of IP/RS Industrial Park and Residential Single-Family to RS(PD) Residential Single-Family with a Planned Development Overlay District located at 2824 Halcyon Drive.
2. Adopt a Resolution of the City of San Leandro City Council to Approve a Planned Development and Site Plan Review located at 2824 Halcyon Drive.
3. Adopt a Resolution of the City of San Leandro City Council to Approve a Vesting Tentative Tract Map No. 8592 to subdivide one 2.4-acre parcel into 18 single-family lots and three parcels located at 2824 Halcyon Drive.

ATTACHMENTS

- Att A - Ordinance to Adopt a Zoning Map Amendment
 - Exhibit A Zoning Map Amendment
 - Exhibit B Recommended Findings of Fact and Determinations
- Att B - Resolution to Approve a Planned Development and Site Plan Review
 - Exhibit A Recommended Findings of Fact and Determinations
 - Exhibit B Recommended Conditions of Approval
- Att C - Resolution to Approve a Vesting Tentative Tract Map No. 8592
 - Exhibit A Recommended Findings of Fact and Determinations
 - Exhibit B Vesting Tentative Tract Map
- Att D - Vicinity Map
- Att E - Applicant Statement
- Att F - Plan Exhibits A - QQ
- Att G - Inclusionary Housing Plan
- Att H - Infill Environmental Checklist
- Att I - Alameda County Fire Department Fire Access Letter

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